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SUBJECT: SRSG KAI EIDE BRIEFING AND UNAMA OPEN DEBATE

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11. (U) Summary: On January 6, the Security Council held a quarterly debate on the UN Assistance Mission for Afghanistan (UNAMA). SYG Ban, SRSG Eide and Afghan PermRep Tanin addressed the Council. Ban called Afghanistan an on-going "main priority" for the UN in 2010, and focused on the need to strengthen the role of the Afghan Government and the need to increase coordination of international civilian efforts under the UN umbrella. SRSG Eide focused on the need for agreement between the Afghan government and international community on a non-military political strategy. He reminded Council members that the Afghan conflict cannot be solved by military means alone, noting that "the political strategy is too often shaped as an appendix to military thinking." The Afghan PermRep underscored the need to hold constitutionally required elections in May, characterizing any suggestion to postpone as ignoring the Afghan constitution. Tanin also relayed the Afghan government's commitment to reconciliation and integration of former combatants and asked the Council to conduct a review of the consolidated list established under resolution 1267 and to remove those Taliban who renounce violence and join the peace process. All Security Council members spoke afterwards, as did Australia, Canada, New Zealand, Norway, Pakistan and the EU. The U.S. delegation reiterated President Obama's announcement of the U.S. government policy review on Afghanistan, the additional 30,000 troops committed, and the corresponding intensification of civilian programming. With the exception of a strongly worded statement from Brazil, there was little discussion of civilian casualties resulting from pro-government or ISAF forces. This Council session marked the first time the representative of the EU delegation to the UN addressed the Council (rather than the PermRep of the country holding the rotating presidency) following the ratification of the Lisbon treaty. End summary.

BRIEFING BY SYG BAN AND SRSG EIDE

12. (U) Secretary General Ban opened the January 6 quarterly Security Council debate on the UN Assistance Mission for Afghanistan (UNAMA), calling Afghanistan an on-going "main priority" for the UN in 2010. Ban focused on the need to strengthen the role of the Afghan Government and the need to increase coordination of international civilian efforts under the UN umbrella. While Ban highlighted SRSG Eide's suggestions for a dedicated civilian coordination structure, he noted that the main obstacle in coordination is not a lack of structures but a problem of political will in donor countries. He remarked that the UN is ready to support elections in Afghanistan in 2010 if the Afghan Government

asks for UN assistance, and if the Security Council agrees, signaling the UN's anticipation of an addition to the UNAMA mandate to assist with parliamentary elections. Ban called insecurity in Afghanistan as the "single biggest impediment to progress," and underscored the continued vulnerability of Afghan civilians. Ban labeled the January 28 conference in London an "important opportunity for fresh impetus." (Note: Ban did not detail the role that the UN will play, nor call the UN a "co-chair" of the conference. End note.)

¶3. (U) SRSK Kai Eide briefed the Council next, focusing on the need for agreement between the Afghan government and international community on a non-military political strategy. He reminded Council members that the Afghan conflict cannot be solved by military means alone, noting that "the political strategy is too often shaped as an appendix to military thinking." Eide cautioned that the military surge should not be allowed to undermine important civilian objectives and must not lead to increased pressure for quick results in governance and economic development efforts which would divert long-term institution building and economic growth.

¶4. (U) Eide outlined five components of his recommended political strategy: build civilian institutions, balance education opportunities, fund the agricultural sector, build infrastructure, and launch a peace and reconciliation process. Eide noted that a systematic approach to building civilian institutions that are not corrupt and that are filled with trained staff in adequate infrastructures is necessary. He highlighted the need for those who are trained by the government to also work for the government; and that those who come from the provinces return to their provinces. He detailed the imbalance of the education system which has more than 7 million students in primary and secondary school

yet only 60,000 students in universities and 20,000 in vocational schools. Eide called the agriculture sector "seriously underfunded" despite the vast majority of the population dependent upon the sector, and the infrastructure as "neglected", noting the transportation network and energy supplies as top priorities for starting mining projects which could yield economic growth. Eide called for peace and reconciliation efforts to be Afghan-led and owned and offered UN support.

¶5. (U) Eide elaborated on his recommendations, created in collaboration with the Minister of Finance, for further improved donor coordination mechanisms. He recommended that the UN remain the "coordination umbrella" with integration of officials from key donor countries into UNAMA, while ISAF should bring PRTs in line with Afghan strategic plans, noting that the military should gradually transfer civilian projects to civilian institutions.

¶6. (U) Eide cautioned that the surge of military activities expected in 2010, which could lead to more civilian casualties, house searches and detentions, can serve as a continued and possibly increased source of recruitment for the insurgency. He implored the international community to redouble efforts to understand Afghan society - the Afghan religion, culture and values - to decrease the perception of disrespect, which is a key fuel for the insurgents.

¶7. (U) Expressing concern for the future of the UNAMA mission, Eide explained that UNAMA currently faces a crisis in recruitment. More than fifty members of UNAMA left in the last six months, mostly due to security concerns, with only five new staff members being recruited during this same time period. He bluntly noted that the new recruitment system put in place in July 2009 is not working, calling it a "major systemic flaw in the United Nations" that will "threaten the effectiveness, possibly even the survival, of many UN missions."

AFGHAN INTERVENTION

¶8. (U) Afghan PermRep Tanin took the floor next, calling the

conclusion of the Presidential elections an "important but difficult milestone." He reiterated points from President Karzai's inaugural address and underscored the importance of forming a new government without a delay which could cause a "vacuum of management." Tanin relayed the Afghan government's commitment to reconciliation and integration of former combatants and asked the Council to conduct a review of the consolidated list established under resolution 1267 and to remove those Taliban who renounce violence and join the peace process. Echoing SRSG Eide, Tanin cautioned the international community about creating additional or new coordination structures which would form parallel governance structures. On elections, Tanin underscored the need to hold constitutionally required elections in May, characterizing any suggestion to postpone as ignoring the Afghan constitution. He briefly mentioned the January conference in London as an opportunity for Afghanistan and the international community to "coordinate development and capacity-building efforts so that Afghanistan may eventually mobilize its resources, generate income and jobs for its people, and begin to support its institutions."

INTERVENTIONS BY SECURITY COUNCIL MEMBERS, OTHER MEMBER STATES AND THE EU

¶9. (SBU) All Security Council members spoke, followed by Australia, Canada, New Zealand, Norway, Pakistan and the EU delegation. The U.S. delegation delivered remarks, as directed in REFTEL. This Council session marked the first time the EU delegation spoke on behalf of the Union rather than the EU member state holding the rotating presidency following the ratification of the Lisbon treaty. France attempted at the last minute to slot the EU in the first non-Council member speaking position. This would have set a precedent, as regional organizations normally speak after member states. A compromise was reached, which slotted the EU after other UN member states but before EU members. However, at the last minute Germany and Italy - the two non-Security Council EU members slated to speak - opted not to speak at all. The UK did not appear to support the last minute French initiative to secure enhanced status for the EU in Council proceedings.

¶10. (U) Delegations highlighted the deteriorating security situation in the country and the related challenges faced by the Afghan government to deliver basic services and international humanitarian actors - including the UN - to deliver much needed assistance. Many delegations, including the U.S., referenced the October attack in Kabul which killed five UN staff and the resulting difficulties the UN faces in keeping its staff secure, and suggested support for additional security measures would be available when requested. The U.S. delegation reiterated support for UNAMA's efforts to strengthen the security of UN personnel in Afghanistan and our continued willingness to work with UNAMA to support these efforts. Understanding that this would be SRSG Eide's last briefing to the Security Council before stepping down in February, members expressed appreciation for SRSG Eide's leadership of UNAMA over the past two years.

¶11. (U) Most delegations highlighted the need for increased civilian coordination. The U.S. delegation underscored that increased USG military efforts will be joined by a corresponding intensification of civilian programming and that we are on track to triple the USG civilian presence in Afghanistan. Most delegations - including the U.S. - welcomed SRSG Eide's proposal for strengthening UNAMA's civilian coordination role, and some called for the ISAF coordination role to also be increased, especially in relation to coordination of PRTs. The U.S. delegation gave support to Eide's proposal to bolster UNAMA with experienced staff from key donor countries, stating the "United States stands ready to support such a request with appropriate U.S. personnel."

¶12. (U) The majority of delegations, including the U.S., referenced the fraud and controversy of the 2009 elections,

noting that the result was generally considered acceptable to Afghans and within the confines of Afghan laws and institutions. Many called for needed electoral reforms prior to 2010 elections; however, few specific reforms were mentioned. France spoke most clearly in support of an election delay, taking note of "the wish of the Afghan authorities" to hold elections in May, but suggested that electoral reforms must be carried out prior to elections being held so that "the fraud witnessed during the presidential elections must not be repeated."

¶13. (U) Austria, Brazil, Bosnia and Herzegovina, Gabon, Lebanon and Uganda all made references to the need for increased focus on the rights of women, specifically noting the Parliament's need to review and pass the law prohibiting violence against women. With the exception of a strongly worded statement from Brazil, there was little discussion of civilian casualties resulting from pro-government or ISAF forces.

¶14. (U) A number of delegations mentioned their bilateral assistance measures: Japan noted its USD 5 billion five year assistance plan; Russia discussed its recent reconstruction of the Polytechnic University of Kabul and a shipment of 52 Kamaz trucks; Turkey announced it will host the fourth trilateral summit in January 24, a regional summit on January 26, and a regional economic cooperation conference in 2010; New Zealand announced the establishment of an Embassy in Kabul and the continuation of their PRT in Bamyan province; and Australia recommitted to training the Afghan National Army in Uruzgan province.
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